

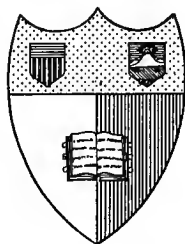
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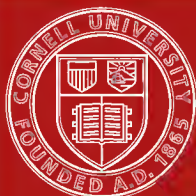
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PROBLEMS
OF
COMMUNITY LIFE

An Outline of Applied Sociology

BY
SEBA ELDRIDGE



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PREFACE

THE analysis of community life here presented was undertaken in the belief that working and living conditions in New York had not received the systematic study requisite to relatively complete knowledge and control of them; and in the hope that it would serve as an introduction to scientific, comprehensive treatment of this character.

The outlines are primarily descriptive, but they are to a degree critical and constructive as well, while in some instances, as for example in the study of "The Educational Aim," a development of underlying theory has been offered. Much in the outlines has little or no value as suggestion or criticism, being no more than enumeration of aspects of the subjects dealt with that merit attention. It is believed, however, that the study as a whole traces the lines which our social, industrial and political institutions are in their next phase of devel-

opment destined to take. At any rate, if truly descriptive, it furnishes criteria by which to appraise our community life, and carries very definite implications for investigation, if not for reform. The author has ventured to offer suggestions for reforms only when the need for such seemed clear. These, however, are urged as demanded by the logic of the situations under analysis and not in any spirit of pedantry or partisanship.

The ideal implied in this program of investigation and reform is that of *humaneness* rather than of *justice* in social relationships. The study is concerned with the life of the present and not that of the far-off future, and since the establishment of a just society involves a more fundamental reconstruction than that of a humane society, and social justice not being the *sine qua non* of life and opportunity to the individual that social humaneness is, social organization having this latter aim is the goal set up.

The analysis has special reference to New York, but it applies in its general principles to other communities as well. The same sort of treatment that is proposed for New York's so-

cial problems ought to be undertaken by every industrial community in the land.

No attempt has been made to show in detail what is being done to improve conditions in the fields covered although it is recognized that such effort in many fields is great and the results thereof most valuable and encouraging. Attention is called, however, to the introductory outline "Social Reform in New York," which attempts to classify New York's social problems according to the attention given them by reformers and the general public, and to the outlines "Philanthropy and Social Reform" and "Organization of the Municipal Government," which together offer a program for the better organization of reform activities in the city.

Owing to the desirability of elaborating on special problems, or of treatment from the local standpoint, the grouping of topics is not always strictly logical. This is particularly true of the section "Reformation and Correction in New York" where "Vagrancy and Mendicancy" and other special topics are given individual outlines, and of the section "Politics and Government in New York,"

where only topics of interest to New York City are included.

Acknowledgment is made of obligations to the large number of sociological workers in New York and elsewhere who have contributed in one way or another to our knowledge and understanding of the problems of community life. The author is especially indebted to Mr. James Jenkins, Jr., of Brooklyn, for assistance that has made it possible to issue this work at the present time.

SEBA ELDRIDGE.

NEW YORK, N. Y.
September, 1914.

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INTRODUCTION:
SOCIAL REFORM IN NEW YORK

SOCIAL REFORM IN NEW YORK

Problems of community life receiving a fair measure of consideration:

- Low wages of working women;
- Reduction of unemployment;
- Compensation for industrial accidents;
- Economic provision for widowhood;
- Physical conditions of labor, or protection of life and health of industrial workers;
- Child labor;
- Standards of tenement-house construction and sanitation;
- Congestion of population;
- Prevention of procreation by the feeble-minded, epileptic and degenerate;
- Control of communicable disease;
- Care of the sick in hospital and home;
- Popular instruction in hygiene;
- Pedagogical, administrative and fiscal aspects of public education;
- Improvement of commercial amusements;
- Treatment of inebriety;

- Suppression of vagrancy and mendicancy;
- Suppression of vice;
- Outdoor relief;
- Care of dependent children;
- Care and prevention of insanity;
- Transit provision;
- Protection and assimilation of the immigrant;
- Organization of the church for social service;
- Revision of the State constitution;
- Improvement of the system of selection and control of public officials and employees;
- Better organization of the municipal government;
- Readjustment of relations between State and municipal governments;
- Neighborhood organization for social and civic purposes;
- Taxation reform.

Problems receiving insufficient attention:

- The low family income, or standard of living;

-
- High prices, or the cost of living;
 - Excessive hours of labor;
 - Labor conflicts, or relations between employer and employee;
 - High rents;
 - Sanitary inspection of foods and other articles of consumption;
 - Medical research under municipal auspices;
 - Vocational guidance and training of boys and girls;
 - Better provision and utilization of parks and playgrounds;
 - Provision of good music and drama at moderate prices;
 - Experiment in, and provision of facilities for, new forms of social intercourse;
 - Improvement of penal institutions;
 - Reorganization of philanthropic and reform activities;
 - Reconstruction of sections of the city uneconomical in layout;
 - Better organization of the law-making power of the State;
 - Reconstruction of the State administrative system;

Emancipation of State and municipal affairs from the domination of national politics.

Needs or problems comparatively neglected:

Economic provision for sickness, old age and unemployment;

Certain possibilities in prevention of procreation by the unfit;

Special training and employment of the handicapped;

Provision of substitutes for the saloon;

Reform of criminal procedure;

Supervision by outside authority of benevolent institutions not in receipt of public funds;

Reorganization of regular medical service to shift emphasis from the treatment to the prevention of disease;

Systematic education of adults;

Systematic study and eradication of the causes of crime and vice;

Reservation of space in outlying sections of the city for parks, playgrounds and other public purposes;

Regulation of the location of buildings of the several classes;

Regulation, for æsthetic considerations, of the outward aspects of the environment.

Subjects requiring study for the definition of needs and problems relating thereto:

Educational standards in private elementary schools;

Ethical training in the public schools;

Corporate enterprise within the State;

Philanthropic foundations and endowments;

Municipal franchise policies.



I
LABOR CONDITIONS IN NEW
YORK

THE STANDARD OF LIVING

The "standard of living"—the scale of values in individual life effective under imposed limitations.

Racial, religious, economic, social and individual factors determining the standard.

Conditions influencing standards of living in New York:

Wages and incomes;

Contingencies causing irregularity of income;

Prices;

Hours and conditions of labor;

Housing conditions;

The educational system;

Facilities for the employment of leisure;

Marriage institutions;

Social, class and individual ideals.

Deficiencies in New York standards:

Idleness and luxury among the rich;

Undernourishment, overcrowding, improper recreation and inadequate education of the poor;

Preventable disease;
Poor cultural development;
Abnormal sex life;
Unsatisfactory social relations.

Methods of elevating the low standards:

Increase of wealth production through a better organization of industry;
Insistent preaching of the gospel of work, for the benefit of the rich, supplemented by the equalization of economic opportunity;
Payment of a living wage to all industrial workers and inclusive provision for unemployment, sickness, accidents, old age and death;
Regulation of prices;
Standardization of working conditions in accordance with moral and sanitary demands;
Progressive elevation of standards of tenement-house construction and sanitation;
Improvement of commercial amusements and more extensive recreational provision by the municipality;

Reform of marriage institutions in conformity with sex demands and eugenic principles;

More general application of medical and hygienic knowledge in the conservation of physical vitality;

Changes in educational system requisite to functional efficiency—direct and systematic moral instruction, vocational guidance and training, etc.

THE COST OF LIVING

The increase or curtailment of production relative to growth of population.

Changes in the proportion of the proceeds of industry going to labor, capital and consumer respectively.

Influence of the increased gold output on these changes.

Influence of the protective tariff and other trade restrictions.

Possibilities in greater output of wealth through more efficient organization of industry—more economical marketing systems, vocational training, reduction of unemployment, inducement to useful service of those not forced by economic necessity to labor, etc.

Possibilities in training for a better consumption of wealth.

Methods of controlling prices:

Stabilization of the standard of value;

The restoration of competition where monopolies have been established, or regulation of prices;

Organization of the consumer.

Phases of control coming within the sphere of (a) private initiative, (b) State or municipal action, (c) the national government and (d) international agreement.

WOMAN'S ECONOMIC STATUS

Factors differentiating the labor of woman from that of the man:

- Differences in the parental function;
- Differences in mental and physical characteristics;
- Woman's imperfect adaptation to modern industry, due to man's predominance in economic evolution;
- Differences in status in family as an economic unit.

Men's and women's wages in the United States in the light of this analysis.

Industries employing and wages paid women in New York.

Fluctuations in income caused by unemployment and seasonal work.

Comparison of wages paid with the minimum income required for maintenance of normal standards of living.

Deficiencies in the standard of living caused by low wages:

Undernourishment, inadequate clothing, poor lodging, want of proper recreation, etc.;

Prostitution, as a means of supplementing income;

Partial dependence on relatives.

Methods of elevating women's wages:

Increase of industrial efficiency through vocational training and improvement of the hours and conditions of labor;

Organization of women workers into protective unions;

Enforced payment of a living wage;

Creation of public sentiment in favor of the voluntary payment of living wages by employers.

The more fundamental changes essential:

Equalization of economic advantages and disadvantages due to differences in sex function;

Reorganization of and differentiation in industry demanded by the new bi-sexual basis thereof.

UNEMPLOYMENT

Nature and extent of unemployment.

Effect of unemployment on the standard of living.

Present provision for this contingency in the form of savings, benefit funds of labor unions, insurance, etc.

Causes of unemployment:

Cyclical fluctuations in industry, financial panics and business depressions;

Seasonal nature of industries;

Changes in trade processes and industrial organization, e.g., introduction of new machines, entrance of women into industry, etc.;

Strikes and lockouts;

The immobility of labor.

Attempts at solving the problem of unemployment:

The establishment of public works as relief measures: the light on the present-day problem afforded by these experiments;

Work of commercial and philanthropic agencies: their demonstrated inability to cope with the problem;
State labor exchanges.

Outline of program for treatment of the problem:

Stabilization of industrial development through state regulation—guarantee of currency and credits, co-ordination of industries in respect of season, utilization of the surplusage of labor through the establishment of public works, etc.;
Vocational guidance and training;
Mobilization of labor through international control of immigration, the advertisement of industrial opportunities, facilitation of transportation of labor from section to section, etc.;
Establishment of local, national and international exchanges of labor;
Social insurance against unemployment;
Provision of special educational and recreational advantages for the unemployed.

PROVISION FOR SICKNESS

Nature and extent of illness among people of different ages, sexes, occupations, etc., and its pecuniary demands. Cost of medical and nursing care, extra outlay for food and delicacies, etc.

Present provision for this contingency:

Sick benefits of labor unions and other organizations, commercial insurance, etc.;

Continued payment of wages to sick employees;

Free medical and nursing care in hospital and home;

Care of poor families in which there is illness by hospital social service departments and relief societies.

Insufficiency of provision of the kinds mentioned and its results in family privation, inferior medical care, exposure of the well to communicable diseases, labor during the initial stages of and before full recovery from illness, etc.

Methods of systematizing and extending economic provision for sickness:

Extension of social service work in hospitals;

Stimulation of public sentiment in opposition to the cessation of wages when employees become ill;

Encouragement of greater provision by wage-earners and others through existing facilities for the purpose;

Compulsory state insurance;

Provision of free medical care by the state.

COMPENSATION FOR ACCIDENTS

Accidents causing death and disability in New York classified according to (a) industrial or non-industrial nature and (b) economic handicap caused.

Provision for the contingency of accident:

Indemnity under compensation and liability laws;

Accident insurance by the individual;

Savings, special employment, etc.;

Relief by charitable societies.

Comparison, for the various classes of accidents, of provision made in these ways with the loss of earning or income power.

Methods of eliminating or lessening the discrepancy:

Inclusion within the operation of compensation and liability laws of all trades hazardous to their members;

Increase of rates of compensation to provide fully for handicaps recognized;

Better legal definition of responsibility

and liability for non-industrial accidents;

Social insurance against accidents for which the individual is responsible.

The possibilities in accident prevention through preventive features of compensation and liability laws.

ECONOMIC PROVISION FOR DEATH

Effect on family of death of father, mother or other member making economic contribution to family life; the resulting hardship when provision for this contingency is lacking.

Differences in situation corresponding to dissimilar relation to family of the deceased member, e.g., father, mother, child wage-earner, etc. Desire of the widowed mother to prevent break-up of her family and the difficulty of success when the burden of support falls upon her.

Provision for this contingency:

Savings, insurance, compensation for industrial accidents, charitable relief, etc.;

Institutions and foster-homes for orphaned children and homes for the aged and infirm;

Remarriage of the widowed parent.

Effect on standard of living when the family remains intact:

Quality of food, clothing, living quarters,
etc.;

Education of children;

Ethical relations in family.

Methods of improving and extending this provision:

Encouragement of more satisfactory provision by those liable to bereavement, through existing facilities for the purpose;

Pension of widowed mothers by state or philanthropy;

Substitution of placing-out for institutional care of orphaned children;

Establishment of old-age pensions.

PROVISION FOR OLD AGE

Number of aged people in New York and their classification according to age, economic class and family relations.

Support of the aged

On their own savings, or property income;

By relatives;

In institutions.

Possibility of affording the aged occupation and means of partial self-support through the provision of special employment.

Feasibility of greater provision for old age during the wage-earning period.

Institutional care and its defects; regard in which it is held by the aged themselves; ways of making it more satisfactory.

Burdens of supporting the aged by children or other relatives.

Old age pensions and their applicability to New York.

HOURS OF LABOR

Nature of industries with respect to period of operation through day, week and year.

(a) Length of working day, (b) night work and (c) hour irregularity of employees. Weekly and yearly vacations; rest during periods of unemployment.

The hour fatigue limit in the different kinds of labor; value of rest periods during the day, week, month (for women) and year.

Night work and the different physiological effect from that of day work; possible shortening of working period demanded by it; dangers it offers to women and children workers.

Changes demanded in hours of labor in New York:

Standardization of the working day and week for the discontinuous and seasonal industries;

Fixing of working day or uninterrupted-working-period, and working-week maximums;

Prescription of daily, weekly, monthly
(for women) and yearly rest periods;
Restriction of night work by women and
children.

PROTECTION OF LIFE AND HEALTH OF INDUS- TRIAL WORKERS

Specific safeguards necessary, in the various classes of industrial establishments, to protection against fire.

Relation of heat and ventilation to health, and heating and ventilating standards demanded in the interest of health.

Relation of light and illumination to the conservation of vision and character of natural and artificial lighting requisite thereto.

Wash, toilet and rest facilities desirable.

Standards of accident prevention as determined by the moral and economic demand for prevention and the cost of applying preventive measures. Machinery safeguards, safety appliances on railways, and other preventive measures requisite to the application of these standards.

Occupational diseases:

Nature and extent;

Causes—dust, industrial poisons, gases

and fumes, infectious materials, and speeding-up of machine and other operative processes;

Methods of prevention and minimization.

Factors requiring difference in standards of protection for working women:

Mental and physical differences;

The child-bearing function and the necessity of guarding it.

The special protection demanded:

Prohibition of employment in certain industries;

Prohibition of employment before and after childbirth;

Provision of seats and rest-rooms in stores, factories and other places of employment;

Prescription of monthly rest periods;

Restriction of night work;

Higher age limit and other safeguards for girl workers.

Reforms required in New York labor conditions for the application of these measures.

CHILD LABOR

Nurture and environment upon which health, industrial efficiency and good citizenship are conditioned.

Propulsion toward early employment by economic exigencies in the family, and by short-sighted thrift on the part of parents due to ignorance or disregard of children's claims.

Occupations of child workers in New York and the moral and physical conditions surrounding them; hours of labor; work in tenement homes; street trades; night employment; labor on farms and in industrial establishments in rural sections of the State.

Child labor and compulsory education laws of the State and their enforcement; scholarships and other provision alleviate the economic hardships caused by the laws' operation.

Further protective legislation and relief provision needed:

Raising of minimum of education required before working papers can be secured;

Readjustment of age limits;

Prohibitive and restrictive legislation for occupations not covered by existing laws, and redefinition of standards in those now regulated;

Additional scholarship provision;

Instruction of parents in the physical and educational needs of the child in their relation to early employment.

LABOR CONFLICTS

Organization of labor and capital in New York, by trades and industries:

Types of organization found and relation thereof to national and international organization;

Trades and industries that are unorganized.

Issues between capital and labor:

Union recognition;

Wages;

Length of working day, and restriction of and compensation for overtime;

Sanitary conditions.

Methods used by labor to enforce its demands:

Amicable negotiations;

Strikes;

Boycotts.

Methods employed in strikes:

Picketing and intimidation of strike-breakers;

Violence to persons and property in the service of the employer;
Sympathetic strikes.

Methods used by employers in resisting strikers' demands:

Use of police and militia in protecting strikebreakers and maintaining order;
Prolonged resistance and reduction of strikers to physical want.

Interest of the public in labor conflicts, both in its capacity of consumer and as arbitrator.

The formation of public opinion on strike issues.

Attempts on the part of state and of public-spirited citizens to adjust differences between strike contestants.

Public policy with respect to strikes of State and municipal employees.

Strikes in New York and their effect on prices, wages, profits, working conditions, and relations between employers and employees.

The present experiment in industrial management by joint boards of control.

IDLENESS OF THE WEALTHY

Manner of employment of the wealthy in New York; difference in the attitude of the men and women toward useful labor; extent of idleness among the wealthy of the two sexes.

The duty of work by all mentally and physically able adults.

Possibilities in elevating the general standard of life through the useful employment of the idle and under-employed.

Engagement of the wealthy in business, professional work, social service, etc., at the present time.

Methods of inducing the idle to take their part in the world's work:

Insistent preaching of the gospel of work;

Provision of interesting and useful employment and exposition of the opportunities already existing;

Equalization of economic opportunity.

II

THE HOUSING SITUATION IN NEW YORK

HOUSING STANDARDS

Essentials of good housing:

- Safety against fire;
- Ample water supply and bathing and toilet facilities;
- Proper lighting, heating and ventilation;
- Moral and æsthetic surroundings.

The regulation of tenement houses in New York:

Requirements as to protection against fire—provision of direct access from apartments to fire escapes, and of egress from hall to the roof; fireproof encasement of bakeries in cellars; fireproof construction of tenements over four stories in height with more than two families to the floor; fireproof encasement of dumb-waiters;

Requirements as to water supply and bathing and toilet facilities—provision of toilets in each apartment in new buildings and for each two families in

old buildings, and requirement that they be kept clean; provision of running water in each apartment in new buildings and on each floor in old buildings; requirement that plumbing be exposed;

Requirements as to lighting, heating and ventilation—provision of window to outer air in each room in new buildings and of windows to lighted rooms, for inadequately lighted, interior rooms in old buildings; minimum requirement of air space per room occupant; specification of minimum dimensions for courts and yards furnishing light and air;

Regulation of moral and æsthetic conditions—imposition of heavy penalties for prostitution in tenements; safeguard of privacy in the use of toilets, etc.

Needed improvements in the regulation of tenement houses:

Abolition of yard toilets for old buildings;
Raise in minimum requirement of air space for occupants of tenement quar-

-
- ters; definition of the apartment, instead of the room, as the unit of occupancy, and other correlative measures to prevent overcrowding; requirement of larger window space in inadequately lighted, interior rooms in old buildings; requirement of yards at the rear of factory and loft buildings;
- P**rohibition of manufacturing in tenements; creation of authority for regulating on æsthetic grounds the design of tenement houses;
- C**reation of authority for the vacation or demolition of unsanitary buildings or sections not improvable under technical provisions of the law;
- E**stablishment of co-operation between builders and the Tenement House Department in the development of building design enhancing of housing values;
- E**ducation and placement of responsibility on tenement dwellers for the proper care of facilities common to or affecting other tenants;
- E**xtension of the scope of the tenement

house law to cover two-family and rooming houses.

Other measures needed:

Provision of cheap rapid transit to outlying section of the city, in order to make available a larger area for dwellings;

Encouragement of erection of new and improvement of old dwellings by lightening tax burdens on buildings;

Establishment, through a zoning system, of better geographical relations between dwellings and places of employment;

Promotion by the municipality of better and cheaper housing through purchase of cheap land and engagement in building enterprises;

Determination, through scientific inquiry, of effects on health and character of various types of housing, and establishment therefrom of approvable types.

CONGESTION OF POPULATION

Densities of population in the various residential and business sections of New York.

Exigencies caused by these densities in respect of:

- Vehicular and pedestrian use of streets;
- Transit facilities;
- Cleaning and repair of streets;
- Outdoor breathing spaces and play facilities;
- Police protection;
- Sanitation and hygiene.

Methods of relieving and preventing congestion:

- Stimulation of building on vacant lots and in outlying sections of the city by making it unprofitable to hold land out of use;
- Limitation of height of buildings;
- Prevention of room and apartment overcrowding;

Provision of additional parks and playgrounds;

Transit development;

Distribution of traffic through establishment of zones for buildings of the several classes.

RENTS

Rent as an item in family and individual budgets, and as a factor in prices of commodities other than dwellings.

Influences determining the values of real estate and the scale of rents:

- Area and topography of available land;
- Size and growth of population;
- Transit provision;
- Nature and extensity of the speculation in land;
- Types of building construction.

Ways of regulating rents:

- Distribution of population and traffic over a larger area;
- Transit development;
- Restraint of land speculation within legitimate dimensions through an adapted use of the taxing power;
- Adoption of less expensive types of building construction;
- Organization of rentpayers for purposes of protection.



III

A HEALTH PROGRAM FOR NEW YORK

DISEASE PREVENTION

The prolongation of human life practicable through a wider application of medicine and hygiene. Decrease of suffering and elevation of standard of living which would result therefrom.

Preventable diseases and premature deaths due thereto; their classification according to victim's age and earning capacity.

Methods of preventing disease and conserving physical vitality:

Prevention of reproduction by the mentally and physically unfit — feeble-minded, epileptic, certain classes of criminals, syphilitic, etc.;

Better control of communicable diseases by public health authorities;

Inspection of foods, drinks and drugs to prevent adulteration and unsanitary preparation;

Improvement of labor and housing conditions, including payment of living wages;

Proper care of the sick in hospital and home, including frequent medical examinations for the detection and correction of tendencies toward disease;
Universal education in hygiene.

The application of these measures in New York.

THE APPLICATION OF EUGENICS

Subnormal mental and physical characteristics hereditary or transmissible by infection through intercourse.

Results of such transmission in disease, degeneracy and crime.

Prevention of reproduction by the unfit in New York State:

Custodial care of feeble-minded women during the child-bearing period;
Sterilization of certain classes of criminals.

Additional measures proposed:

Requirement of health certificates as a condition of marriage;
Prohibition of marriage of deaf-mute couples;
Segregation or sterilization of all feeble-minded adults during the procreative period;

Special protection of working women to
safeguard the child-bearing function;
A more extensive education in sex hy-
giene.

COMMUNICABLE DISEASE

Cases of and fatalities from the several communicable diseases in New York.

The agencies of communication and ways of making them inoperative.

Elements in the public control of communicable diseases:

Prohibition of entry of cases of contagion by way of the port;

Required reporting of communicable diseases to health authorities;

Enforced quarantine of cases of contagion and disinfection of premises after their cure or removal;

Maintenance of hospitals for communicable diseases and instruction as to care in the home;

Enforcement or encouragement of vaccination as a means of immunity;

The preparation and dispensation of anti-toxins;

The safeguarding of water, milk and food supplies;

Extermination of disease-carrying animals;

Sanitary control of the general environment.

Improvements needed in the methods and machinery of control:

Consolidation of State and federal quarantine services at the port;

Extension of hospital control of contagious diseases;

More thorough inspection of milk and food preparation and sale;

Stricter control of syphilis and certain other diseases;

Wider education in means of prevention and cure of communicable disease.

Importance of the campaigns against infant paralysis, spinal meningitis, tuberculosis and venereal diseases.

THE INSPECTION OF FOODS AND OTHER ARTICLES OF CON- SUMPTION

Dangers of filth and adulteration in manufacture and sale of foodstuffs and other articles of consumption. Opportunities for these evils in factories, markets, slaughter-houses, etc.; in bakery, restaurant, delicatessen store, saloon, pharmacy and other retail establishments. The possibilities of disease transmission through the manufacture and laundering of clothing.

Need of a comprehensive system of inspection of the production, manufacture, preparation and sale of foods and other articles of consumption.

Development of federal, State and city inspection services necessary for the establishment of such a system. The respective jurisdictions in this field of city, State and nation.

CARE OF THE SICK

Steps in the proper care of the sick:

Periodical physical examinations for the detection and correction of tendencies toward disease;

Competent medical and nursing care of acute and chronic illnesses.

Examinations, under present conditions, in safeguarding against disease:

Examinations on the individual's own initiative;

Examinations of tenement babies and advice to their mothers by physicians and nurses of the Department of Health;

The medical inspection of school children;

Gap in the Health Department's examinations between the first months of infancy (for tenement babies) and kindergarten or school age;

Nature of the care of infants (especially of untrained mothers) not under the oversight of the Health Department;

Private schools in which medical inspection is absent;

Failure of adults and of children beyond school age to undergo desirable physical examinations, due to ignorance of their value or to the expense;

Bad results of this insufficiency of preventive care.

Treatment of the sick: fields occupied by (a) private medical practice, (b) hospitals and (c) district medical service.

Hospital and dispensary administration in New York:

Division of function between general and special hospitals;

Limitations of medical care in special hospitals;

Defects in the organization of hospital medical staffs;

The standard of equipment;

Bed capacities as compared with units essential to efficient functioning;

Quality of nursing education afforded;

Part of the hospital in medical education and research;

Standards of dispensary treatment;

Nature of co-operation among hospitals
in promoting the best use of their facilities;

The supply of hospital facilities as compared with the demand.

Essentials of a hospital system aimed at the efficient organization of medical knowledge for the treatment of disease and for the best co-operation in medical research and education.

Private medical practice:

Its social importance;

Its unorganized nature;

Its efficiency as compared with hospital treatment.

Possible methods of improving private medical practice:

Elevation of standards of medical education;

Organization of private physicians along hospital lines in order to make available to patients in the home the full resources of medical knowledge;

Periodical re-examination of medical practitioners according to an equitable standard of knowledge and skill;

Supervision of private physicians by the State.

Needed extension of district medical service.

Feasibility of public medical care for all.

EDUCATION IN HYGIENE

Possibilities in prevention of disease and conservation of physical vitality through a better observance of the laws of hygiene. Equivalents in prolongation and enrichment of life and in increase of productive capacity.

Obstacles to hygienic living imposed by poverty and unsanitary working and housing conditions.

Opportunities for instruction in hygiene:

In the school;

In conjunction with medical and nursing care of the sick;

In extension classes for adults;

Through newspaper, magazine and book;

By means of lecture and exhibit;

Through the stage and motion-picture show.

The necessity of a greater use of these opportunities. Responsibility of the public health authority for the prosecution of a campaign therefor.

PREVENTIVE MEDICINE

Value to the individual of periodical medical examinations, of expert advice in matters of hygiene and of prompt medical care in illness.

The system of charging for medical services in New York and elsewhere, and its discouragement of preventive work of this character. Results in lowered vitality and acute and chronic illnesses.

Need of shifting the emphasis in medical work from the treatment of disease to prevention of disease and the conservation of physical vitality.

Possible methods of effecting such reorganization:

Provision of medical care at equitable rates through mutual benefit associations;

State sickness insurance with medical care as a benefit;

Evolution in present free hospital, district medical and public health service.

MEDICAL RESEARCH

The organization of medical research; part taken in this and other countries by private physician, hospital, medical school, lay health organization and government; the interchange of information among medical investigators.

Diseases not under preventative and curative control; need of improved methods of dealing with preventable and curable diseases.

Diseases upon which the attention of medical investigators is concentrated at the present time; diseases that are relatively neglected.

Medical research in New York:

By the City;

By hospitals, medical schools and special research organizations;

By private physicians;

Into health conditions of special local importance.

Opportunities for a more efficient organization of medical research; possibilities in accelerating progress in the control of disease through more extensive research.

Part which governmental agencies might take in this service.

Need of a program of research for New York.

IV

SOCIAL ASPECTS OF PUBLIC AND PRIVATE EDUCATION IN NEW YORK

THE EDUCATIONAL AIM

Education as a primary function of life: educational import of productive processes, consumption standards, social intercourse modes, and other institutional forms, and of individual acts independent of institutional guidance. Function of the educational authority as critic and organizer of life and its institutions.

Education as a process in the application of knowledge and intelligence in the production of human values; as a process in the adaptation of man to his environment.

Specific aims of education as a process in production:

Guidance of workers into the specialized productive activities and their equipment therefor;

Training of consumers, and directors of consumption, in efficient methods of consumption;

Instruction of the individual in superior modes of action having no specific economic character.

The growth of knowledge and intelligence and the consequent demand for a system of instruction bringing to all classes of persons new knowledge properly applicable by them.

Co-operation with the educational system, of industrial management and other phases of social control, in the performance of this educational function. The part of individual initiative as determined by the demand for personal liberty and the necessity of effective response to educational effort.

Age psychologies, occupational exigencies, and life's functional demands—the pedagogical bases for a system of continuous instruction.

The economic aspects of education in New York, in the light of these ideals. The lack of vocational guidance and training of boys and girls. The unsystematic nature of adult instruction.

Characteristics, adapting man to the environment, which education should be designed to develop:

Health and physical normality;
Desire for service of others;

Delight in social intercourse;
Talent for creative work;
Interest in nature and environment;
Love of beauty;
Pleasure in purposeful effort;
Personal power—power of concentration,
ability to analyze a problem or situa-
tion, resourcefulness in action, capacity
for auto-suggestion and control.

Education in New York as judged by its results in development of these characteristics:

The insufficient emphasis on ethical culture, training for social intercourse, stimulation of interest in nature and environment, cultivation of æsthetic sense.

Abortive pedagogical methods employed in disciplinary exercises.

Limitations imposed by over-sized and part-time classes, the curriculum and the system of grading.

Administrative obstacles to functional efficiency.

ETHICAL CULTURE

Social value of the ethical motive in modern life. Its uplifting influence on the individual. Its consequent exalted position in the scale of human values.

Opportunities for the ethical training of children in home, school, church and other groups.

The equipment of parents for child-training. Need of better preparation for this duty. Special difficulties in the home training of immigrant children owing to differences between parent and child in facility of adaptation to American life. Moral aspects of the life and training of dependent children in institutions and foster-homes.

Opportunities for character training in the administration of school and class. Ethical values in literature, history, geography and other studies. Advantage taken of these opportunities at the present time. The civic aspects of moral and religious training in church schools.

Attention given to the discussion of ethical

problems in church and Sabbath school. Need for increased emphasis thereon.

The ethical value of club work and of organized play. Need of extension of activities of this class.

Feasibility of direct and systematic ethical training. Need of a more general training of this nature.

Pedagogical principles which should underly systematic moral instruction.

VOCATIONAL TRAINING

Vocational instruction, the phase of education concerned with the application of knowledge and intelligence in the production of human values.

Importance to the individual of being suited to and equipped for his vocation.

The necessity of vocational guidance based on study of workers' capacities and knowledge of occupational opportunities.

The various vocations and the training requisite to successful engagement therein.

Essentials of a system of instruction calculated to meet these needs and its correlation with the general educational system. Need of elements of general training to permit of transfer of workers from one vocation to another. Limitations on the age and period of training of prospective workers, imposed by economic exigencies.

Need of continuation instruction for workers in the various vocations, in order to bring to their use improved methods or new knowledge.

The means of providing such instruction:

Through co-operation of industrial establishments;

Through the publication of vocational journals for the dissemination of new knowledge;

By means of extension classes for unorganized vocations;

Through use of the licensing power in stimulating self-instruction by physicians, teachers and other classes of workers.

Vocational instruction in New York according to these criteria:

The haphazard fashion of choosing vocations and consequent ill-adaptedness of many workers to the vocations chosen and poor distribution of workers among the various vocations;

Meagreness and unstandardized nature of vocational training offered by public and private schools and consequent poor equipment of many workers for their vocations;

The limited facilities for continuation vocational instruction and absence or feebleness of social pressure to self-instruction by workers themselves.

PRIVATE SCHOOLS

The various classes of private schools in New York and their place in the city's educational system.

Private elementary schools—pay, charitable, parochial—and the number of children attending them.

Comparison of these schools with the public schools in

- Class of children;
- Length of daily and yearly sessions;
- Qualifications of teachers;
- Curricula;
- Size of classes;
- Pedagogical methods;
- Special attention to abnormal children;
- Educational results.

Social and civic aspects of the religious training given.

Supervision of private schools by city and State departments of education and need for improvement and extension thereof.

V

LEISURE TIME EXPENDITURE
IN NEW YORK

THE LEISURE TIME PROBLEM

Importance of leisure time expenditure to the individual and the community. Its moral and political significance.

Leisure time of the various classes of people in New York:

Children;

Industrial workers—manual laborers and business and professional men and women;

Housewives;

Adults not engaged in the regular vocations;

Aged and infirm.

Ways in which leisure in New York is employed and nature and extent of facilities therefor:

Mental and physical improvement;

Social intercourse;

Innocent and recreative pleasures;

Destructive amusements and pastimes;

Various forms of productive activity.

Means of improving leisure time expenditure:

- Provision of better educational opportunities for wage-earners;
- Provision of good music and drama at moderate prices;
- Provision of substitutes for the saloon;
- Increase of outdoor play facilities;
- Wider use of the school-plant for recreational purposes;
- Provision of suitable employment and other means of occupation for the aged and infirm;
- Discovery of new ways of expending leisure time in the home;
- Initiation of interesting forms of productive activity for the benefit of those not following the regular callings;
- Official supervision of commercial amusements;
- Improvement of labor and housing conditions as related to recreational needs.

THE WAGE-EARNER'S OPPORTUNITIES FOR SELF-IMPROVEMENT

The intellectual and material status of New York wage-earners and possibilities for improvement therein.

The fatigue of daily work and the demand for recreation it creates; leisure time at the wage-earner's disposal; proportion thereof which could be spent with advantage in study and physical training.

Facilities for the employment of leisure in this way:

Evening schools, study clubs and lecture courses;

Public libraries;

Gymnasiums;

Educational advantages available to night workers.

Need for extension of these facilities, especially of trade and technical classes and gym-

nasiums, and for better adaptation of library service.

Possibility of stimulating greater interest among wage-earners in opportunities for self-improvement.

SOCIAL INTERCOURSE

Home life as a mode of social intercourse in the modern city; effect thereon of larger social groups, urban amusements and pastimes, housing and labor conditions and the general environment of city life.

Features of the urban status of home life:

Loosening of family ties, increase in number of divorces, and defective training of children;

Postponement or avoidance of marriage;

Decrease in birth-rate;

Sexual irregularity.

Facilities for social intercourse outside the home:

Clubs;

Saloons;

Dance-halls;

Parks and streets;

Other public places;

Social functions under auspices of school, church and philanthropic agency.

Ways of strengthening home life:

Payment of a living wage to all classes of industrial workers, thus permitting early marriage and the maintenance of a proper standard of living;

Redefinition of housing standards to meet the functional demands of the home;

Adjustment of tangled domestic relations without recourse to divorce;

Better discussion of family problems.

Improvements needed in other facilities for social intercourse:

Provision of substitutes for the saloon;

Improvement of dance-halls.

Need of new modes of social intercourse and the development of organization therefor.

OUTDOOR RECREATION

The population of New York and its requirements in outdoor play facilities and breathing spaces; area and location of parks and playgrounds essential to the fulfillment thereof.

Nature and extent of present facilities:

Parks and playgrounds;

Streets;

Outdoor games and other events to which admission is charged.

Discrepancy between present and needed provision and its bad social results.

The immediate practicable extension of present facilities:

Utilization of vacant lots for play purposes;

Greater use of school yards after school hours and on school holidays;

Use of private grounds through arrangement with the owners;

More intensive use of present parks and

playgrounds, through advertisement of their advantages, arrangement of inexpensive transportation to and from them, increase of play apparatus and facilities, and development of organized play.

Substitutes for outdoor play in recreational activities of schools, churches and other agencies.

Cost of establishing and maintaining the additional parks and playgrounds needed.

Importance of reserving space for park and playground purposes in outlying sections of the city.

COMMERCIAL AMUSEMENTS

The recreational and æsthetic needs supplied by commercial enterprise.

Classes of commercial amusements:

Opera;

Recitals and concerts;

Drama—regular and motion-picture;

Dance-halls;

Games, races and other sporting events to which admission is charged;

Amusement parks and excursions;

Pool rooms.

Motives actuating these enterprises and their militancy against artistic standards.

Phases of provision offered having features injurious to health and morals, e.g., the promotion of sale of liquor and traffic in vice in connection with certain forms of amusement.

Prohibitive and restrictive regulation necessary to the elimination of objectionable features. The need with respect to motion-picture shows, dance-halls, amusement parks and pool rooms.

Feasibility of good music, drama and other forms of recreational activity under municipal auspices, for the purpose of elevating standards of commercial provision and promoting its greater democratization.

VI

REFORMATION AND CORRECTION IN NEW YORK



ERADICATION OF THE CAUSES OF CRIME AND VICE

The ethical conception of crime and vice as modes of action injurious to the pursuers thereof or to others, and calling for correctional action by the state.

The legal definition of crime and vice as acts violating statutory penal laws.

The social and individual causes of crime and vice. The co-operation of the two classes in criminal and vicious action.

The social causes of crime and vice:

Geographical and seasonal conditions—
fertility and disposition of the soil, intensity of temperature and humidity, proportions of fair and cloudy weather, relative length of day and night, etc.;

Outward or sensuous aspects of the environment;

Density of the population;

Customs and standards of racial, religious and other groups imperfectly assimilated to the social and legal order;

Marriage ideals and institutions inhibitive of normal sex expression;

Economic and industrial conditions—in-sufficiencies in production of wealth, injustices and inhumanities in the system of distribution, hours and conditions of labor detrimental to health and character, etc.;

Housing conditions defeating normalizing and elevating possibilities of home life;

Facilities for leisure-time expenditure with features destructive to health and morals;

Deficient ethical and general education;

Unscientific treatment of offenders against the law;

Uncertainty and delay in the apprehension and trial of persons suspected of crime.

Individual causes of crime and vice:

Mental alienation, or insanity;

Congenital physical and moral defects necessitating criminal adaptations to the environment;

Incorrigibility induced by vitiated environment acting on weak organic and psychic constitutions;

Normal (in the biological sense) antisocial qualities—avarice; jealousy, lust, temper, selfishness, etc. — combined with the incapacity, under a powerful stimulus of opportunity or excitement, of subordinating them to legal or ethical considerations;

Excessive consumption of spirituous liquors, habit-forming drugs, etc.;

Impulsion to conflict with penal laws interfering with the satisfaction of normal biological demands;

Conscientious opposition to and disregard of penal laws;

Ignorance of provisions and penalties of the law.

Methods of preventing crime and vice:

Reconstruction of the category of crime and vice by harmonizing the legal and ethical concepts thereof;

Adaptation of the outward aspects of the environment — æsthetic planning of highways, buildings, etc.; proper illu-

mination of streets, hallways and other places of passage; suppression of irritating noises and odors, etc.;

Distribution of the population according to social standards of density;

Increase of wealth production, equalization of economic opportunity and rewards, and standardization of working hours and conditions;

Standardization of housing conditions in conformity with the moral and hygienic demands of the home;

Elimination of objectionable features from facilities for leisure time expenditure;

Liberalization of marriage customs and laws in furtherance of a more normal sex and family life;

Systematic ethical and general education having the aim of reconciling the individual to the social and legal order and of developing in him the power of resistance to stimuli to illegal or anti-social action;

Provision of state care for children suffering from improper guardianship;

- Permanent segregation of the insane and the incorrigible;
- Treatment of incipient or correctible delinquency according to the best medical and pedagogical methods;
- Improvement of the system of detection of crime and apprehension and trial of offenders;
- Reduction of the consumption of alcoholic beverages and habit-forming drugs;
- Prevention of reproduction by those suffering from hereditary defects predisposing to crime and vice.

Need of a program in New York for the realization of these preventive possibilities. The study of causes requisite to the formulation of such a program. Necessity of fuller and more reliable statistics of crime for a scientific determination of causes.

Phases of the program of prevention coming within the purview of systematic correctional effort. Phases coming under the direction of other departments of control.

Need for the creation of authority charged with the exploitation of these possibilities.

THE LIQUOR PROBLEM

The consumption of spirituous liquors in New York and its results. Economic waste, lowering of standard of living, industrial inefficiency, vice and crime, and other bad results. Aid to sociability and relaxation and other good effects.

Relation of excessive consumption of spirituous liquors to the fatigue and nervous strain of daily work, unattractive home surroundings, social features of the saloon, etc. Encouragement of drinking through sale of liquor at places of amusement.

Ways of reducing consumption:

Better use of the licensing power in restricting traffic in liquor to legitimate dimensions;

Substitution of light for the stronger beverages;

Prohibition of sale of liquor at places of amusement;

Provision of substitutes for the saloon as a place of social intercourse;

Treatment of inebriety;

Improvement of working and living conditions creating an abnormal craving for stimulants;

Instruction in the proper use of alcoholic beverages based on scientific determination of their physiological and moral effects.

Need of a campaign in New York in furtherance of these measures.

VAGRANCY AND MENDICANCY

Vagrancy and mendicancy in New York State: expense to the community; vicious influence on the young and unsteady; encouragement of crime.

Causes of the evil:

Untoward working conditions—severity of labor, unemployment, etc.;

Comparative ease of gaining a livelihood by following mendicancy as a career;

Alms-giving without sufficient inquiry as to the merit of appeals for aid;

Lack of proper provision for the handicapped.

Unscientific methods of dealing with vagrancy and mendicancy at the present time: the small percentage of offenders apprehended and brought to trial; the futility of the short work-house sentence as a corrective.

Forced employment in the industrial colony as a method of reclamation. Results secured in such institutions in this and other countries.

Projected establishment of an institution of this character in New York State; capacity required for the State's needs.

Need of occupational provision for the handicapped now securing their livelihood by the solicitation of alms. Economy of drafting them into the street trades. Possible need of public workshops for this class.

Necessity of better provision for unemployment and of the improvement of working conditions as bearing on the problem of vagrancy.

Need for popular agitation against indiscriminate giving of alms.

THE SOCIAL EVIL

The primary causes of prostitution:

The double standard of sex expression for men and women;

Mental and physical abnormalities in women;

Comparative ease with which women can gain a livelihood by following prostitution as a career.

Secondary causes, as operative in New York:

Rigidity of the marriage institution, and abnormal inhibition, under social stimulus, of the sex impulse;

Postponement of marriage by young men because of inability to support families;

Economic exploitation of working women;

Systematic encouragement of prostitution by commercial enterprise;

Degrading amusements and pastimes;

Bad excise laws.

The social results of prostitution as seen in New York:

Number and manner of life of women engaged in the calling;

Effect in weakening the propulsion of men toward the assumption of family responsibilities and in denying sex satisfactions to women.

Part in the spread of venereal disease.

System of dealing with the evil in New York:

Attempts at reformation of new recruits to the trade by means of probationary oversight and reformatory treatment;

Punishment of old offenders by short workhouse sentences;

Punishment of procurers and keepers of disorderly houses by substantial prison terms;

Penalization of the use of property for disorderly purposes.

Reforms needed in the system:

Treatment and, when necessary, permanent segregation of prostitutes who are

irresponsible because of mental or physical defects;

Treatment and segregation, until cured, of prostitutes suffering from venereal disease;

Punishment of men, equally with women, for soliciting on streets;

Legal abolition of the Raines Law Hotel;

Grading of sentences for convicted prostitutes according to the number of previous offenses;

Better selection of cases for probationary and reformatory treatment;

Provision of employment and other educational and disciplinary activities for prostitutes in prison.

The more fundamental changes needful:

Adaptation of marriage forms to varying sex demands, and normalization of sex functioning through the breaking down of inhibitions artificially imposed;

Establishment of a harmonious ideal of sex life for men and women;

Census and continuous oversight of defective children by the state;

Payment of a living wage to all industrial workers;

Elevation of the standards of commercial amusements;

General education in sex hygiene;

Sanitary control of venereal diseases.

THE CORRECTIONAL SYSTEM

Objects of the correctional system:

- Protection of society;
- Reformation of the offender;
- Progressive elimination of the causes of crime and vice.

Conditions to the accomplishment of these objects:

- Segregation of the irresponsible or criminally addicted;
- Treatment of the offender according to the best medical and educational principles;
- Compensation of the victims of crime for injury suffered;
- Indemnification of accused persons wrongfully prosecuted or convicted;
- Co-operation of the correctional authority with other divisions of social control in the study and elimination of the causes of crime and vice.

The correctional system in New York viewed in the light of these principles:

The grading of punishment, or prescription of treatment, according to the nature of the offense rather than in relation to the character of the offender;

Employment of archaic and unscientific methods of treatment in prison and reformatory;

Imposition of capital punishment for certain offenses;

Release from custodial care of offenders who are unfit for life in a normal society;

Failure to list and oversee the criminally addicted before the commitment of offenses;

Absence of restitution to the victims of crime and to persons wrongfully prosecuted or convicted;

Lack of systematic study and eradication of the causes of crime and vice;

Probation, parole, the indeterminate sentence, better use of the pardoning power, sterilization of certain classes of

criminals, inquiry into the antecedents of offenders, psychiatric examinations of juvenile delinquents, modernization of methods of treatment in certain institutions, and other beginnings in an intelligent treatment of crime and vice.

Need of reconstructing the correctional system in accordance with these principles and criticisms. Divorce between the authority charged with the determination of the facts of offense and that prescribing treatment of the offender, implied in the theory of individualized treatment. The modifications of constitutional guarantees requisite to the oversight or custodial care by the state of all the criminally addicted.

Need of a legislative inquiry into correctional needs and methods, for the planning of a scientific, articulated system of correction.

CRIMINAL PROCEDURE

Objects of criminal procedure:

- Detection of crimes, or violations of law, and apprehension of supposed offenders;
- Determination of the facts and circumstances of crime committed and evidential identification of the offender;
- Disposition of the offender in accordance with the provisions of the penal law.

Conditions to the accomplishment of these objects:

- Popular co-operation with police authorities in the discovery of crime and apprehension of criminals;
- Functionally capable police systems;
- Pursuance of scientific methods in the collection and interpretation of evidence;
- Intelligent use of discretionary powers by judicial officers in the disposition of criminals convicted.

Elements of a system of procedure fulfilling the foregoing conditions:

Systematic encouragement and facilitation of co-operation by private individuals in the apprehension and trial of supposed criminals;

Examination of all sources of evidence as to the facts, circumstances and authorship of crimes under official determination;

Collection and critical construction of evidence according to correct principles of inference and with the aid of expert knowledge on special subjects involved;

Balance in accentuation of points of view of defense and prosecution respectively, in the collection and interpretation of evidence;

Direction and adjudication of criminal proceedings by experts in rules of evidence and criminal sociology;

Retrial of criminal cases when original determinations are vitiated by judicial errors or new evidence.

Reforms in criminal procedure in New York suggested by these principles:

Requirement that the defendant testify as to his guilt;

Employment of psychologists and other experts for assistance in conducting examinations of defendant and witness;

Engagement of expert witnesses by the trial court only;

Equalization of the service of counsel to prosecution and defense through the provision of public defenders;

Grant of right of appeal to the state;

Creation of authority to re-open criminal proceedings on the discovery of new evidence of a material nature;

Grant of authority to courts of appellate jurisdiction to increase as well as diminish penalties in cases on appeal;

Selection of trial judges on the basis of analytical ability, legal training and knowledge of criminal sociology;

Modification of the functions of the trial jury to that of review of the court's decision, or grant of greater latitude to

courts in the interpretation of evidence to the jury;

Establishment of a department of justice to facilitate the administration of criminal law according to these principles.

Modification of constitutional guarantees requisite to the introduction of these reforms. Transitional or expedient measures that are possible in the meantime.

VII

PHILANTHROPY AND THE SOCIAL PROBLEM IN NEW YORK

THE RELIEF OF DESTITUTION

The causes of destitution:

Low wages;

Sickness;

Unemployment;

Death or incapacitation of family wage-earners;

Desertion or non-support of family;

Incarceration of family wage-earners for crime;

Industrial inefficiency;

Old age and invalidism.

Provision against destitution in the form of savings, insurance, etc.

Relief of destitution in New York:

The "invisible relief fund" of relatives and friends;

Aid by private relief societies and institutions;

Outdoor and institutional relief by the state.

Classes of relief agencies:

Societies for relief of needy families in
their homes;
Homes and workshops for homeless men;
Day nurseries;
Fresh-air charities;
Legal aid societies;
Milk stations;
Free burial associations;
Homes and placing-out agencies for chil-
dren;
Homes for the aged and infirm;
Working girls' homes;
Medical dispensaries and free hospital de-
partments;
Visiting nurses' societies;
Institutions and societies for the blind,
deaf-mute, crippled and mentally de-
fective;
Prisoners' aid associations;
Churches and settlements.

Co-ordination of the work of these agen-
cies through the central registration of cases.

Methods of discovering and referring cases

of destitution; proportion of cases needing relief that receive attention.

Procedure in investigating applications for aid; criteria by which aid is given or refused.

Character of relief afforded with respect to certainty of support, uniformity of rates, and adequacy for normal standards of living.

Possibilities in family rehabilitation through the administration of service and relief.

Effect of relief as provided and administered, on the spirit of thrift and independence among working people.

Proposals for greater prevention and better relief of destitution:

Payment of a living wage to industrial workers and insurance against unemployment, accident, sickness, old age and death;

Establishment of effective machinery for holding deserting or non-supporting husbands to their responsibility;

Compensation of families for the incarceration of supporting members;

Establishment of special industrial estab-

lishments for the handicapped and inefficient;

Standardization and better co-ordination of relief activities;

State subsidy of private relief societies in order to provide sufficient funds.

CARE OF DEPENDENT CHILDREN

Causes of child dependency:

- Orphanage;
- Destitution;
- Desertion;
- Improper guardianship.

Care of dependent children in institutions and foster-homes.

Care in institutions:

- Cottage and congregate plans, and their differences;
- Quality of food, clothing and lodging;
- Medical and hygienic care;
- Elementary and vocational training;
- Moral and religious instruction;
- Recreational facilities;
- Character development through influences peculiar to institutional life.

Care in foster-homes:

- General physical care, and elementary, vocational and ethical training;

Cultural development through the influences of home life.

Advantages of the foster-home over the institution as a child-caring agency.

The careers of children raised in institutions and foster-homes as compared with those of children of normal nurture and education.

Desirability of reducing the proportions of child dependency requiring care outside the natural home. Ways of accomplishing this result:

Compensation for the death of father or mother to enable the surviving parent to keep the family intact;

Establishment of wage, insurance and relief systems designed to eliminate destitution as a cause of child dependency;

Adoption of more effective methods of holding deserting and shirking parents to their responsibility;

Rehabilitation, through the efforts of properly constituted agencies, of homes not providing proper guardianship of children.

Improvements needed in the care of children outside the natural home:

Determination of the classes of dependent children suitable for care in foster-homes and institutions respectively, and redistribution of work between them according thereto;

Closer supervision of foster-homes by the placing-out agency;

Determination of the best type of institution for dependent children and general adoption thereof;

Standardization, through state regulation, of the institutional care of children and of placing-out supervision by private agencies.

CARE AND TRAINING OF THE HANDICAPPED

Blind, deaf-mute, crippled, mentally defective, chronic invalid and other classes suffering industrial handicap or disability because of mental or physical infirmity.

Proportion of these classes capable, with suitable training and employment, of entire or partial self-support. Service to the handicapped and saving to the community possible through such provision.

Opportunities for industrial training and employment now open to these classes. Additional opportunities which could be afforded under the existing industrial and educational systems.

Feasibility of providing additional educational and vocational opportunities for the handicapped. Specific kinds of employment adapted to the various classes of the handicapped and the training requisite to successful engagement therein.

Necessity of adapting the general education

of the handicapped to their abnormal habits of living.

Need of providing the handicapped special facilities for the employment of leisure.

Preventability and curability of defects causing handicap and preventive and curative treatment given at the present time.

CARE AND PREVENTION OF INSANITY AND FEEBLE- MINDEDNESS

Biological and social causes of insanity and feeble-mindedness.

Necessity of custodial care of those suffering from these ills: liability of feeble-minded adults to reproduce their kind; unfitness of the insane for association with normal persons.

Institutional care of these classes in New York:

Capacities of institutions as compared with the demand for accommodations;

Medical treatment and its efficacy in realizing curative possibilities;

Physical care, treatment by caretakers and occupational activities as viewed from the humanitarian standpoint;

Employment of those capable of productive labor.

The cost of providing additional institutional facilities required and of elevating standards of care in accordance with humanitarian demands.

Changes in laws relating to commitment and retention of insane and feeble-minded, requisite to effective state control.

Possibilities in the elimination of causes of insanity and feeble-mindedness. Study and research required for the discovery of these possibilities and formulation of a program for their realization.

Measures present knowledge shows to be needed:

Reform of labor conditions to eliminate excessive and improper work as causes of nervous strain;

Provision of recreational facilities adapted to the needs of various classes;

Improvement of domestic relations through the elevation of housing standards and the readjustment of marriage and correlate economic institutions;

Prevention of procreation by the feeble-minded and insane through their retention in institutions;

Sanitary control of syphilis;

Treatment of alcoholism.

PHILANTHROPY AND SOCIAL REFORM

Undemocratic and inhumane conditions in the social, economic and political life of New York.

Effort necessary to the alleviation and correction of these conditions and comparison thereof with the accepted program of philanthropic enterprise.

Shortcomings of philanthropy in New York:

Placement of emphasis on the relief rather than the constructive phases;

Lack of proportion in the program of constructive work and incidental neglect of particular problems;

Poor co-operation between the forces making for improvement.

Causes of these shortcomings:

Unsound theories of social improvement:

Unintelligent giving on the part of philanthropists;

Lack of comprehensive study of the social problem and imperfect co-ordination of specializing activities dealing with it.

Scheme for the reorganization of constructive philanthropy in New York:

Establishment of a clearing house of information on city life and philanthropic activity providing for (a) continuous general study, comprehensive in scope and critical in character, of social, economic and political conditions and of efforts at improvement; (b) compilation of critical bibliographies of these conditions, including (1) digests of data available in printed publications, (2) complete lists of investigations in progress or projected and (3) outlines of additional investigations needed; (c) co-operation with authoritative sources of information on particular subjects in making available the best advice on all phases of city life.

Specific functions devolving on a clearing house of information:

Arrangement of needed investigations of social, economic and political conditions and of reform campaigns based thereon, under the auspices of (a) established agencies, (b) new organizations formed on occasion to deal with particular problems, (c) the clearing house itself;

Systematic discussion of city life and its problems (a) by means of lectures, institutes, conferences and mass meetings in co-operation with established forums, and (b) through the party platforms of state and municipal campaigns;

Development, through co-operation with essayists, novelists, playwrights, journalists, publishers, theatrical managers, etc., of a multiform literary discussion of city life.

SUPERVISION OF CHARITABLE INSTITUTIONS

Classes of charitable agencies ministering to dependent persons:

Relief societies;

Day nurseries;

Fresh air and convalescent homes;

Societies and homes for immigrants;

District nursing agencies;

Milk dispensaries;

Children's aid societies;

Free and cheap boarding and lodging
houses for adults;

Medical dispensaries;

Free hospitals and hospital departments;

Asylums, homes and placing-out agencies
for children;

Homes for the aged and infirm;

Societies and institutions for the blind,
deaf-mute, crippled, insane, feeble-
minded and epileptic;

Reformatories.

Classes of agencies providing partial or spe-

cial relief or engaged in civic or educational activity:

- Employment agencies (philanthropic);
- Kindergartens (privately endowed);
- Legal aid societies;
- Free burial societies;
- Institutional visiting and aid societies;
- Savings and loan associations (philanthropic);
- Institutions providing vocational or special training;
- Societies for the improvement of social and political conditions;
- Settlements;
- Clubs;
- Agencies providing free and inexpensive recreation;
- Conferences on charities, correction and social welfare;
- Training schools for social workers;
- Missions not responsible to denominational conferences or associations;
- Missionary and tract societies;
- Religious societies, orders, sisterhoods, deaconesses and training schools;

Societies for the prevention of crime and vice;

Societies for the promotion of temperance, religious toleration, social purity, humane treatment of animals, etc.

Factors other than supervision by official or semi-official agencies, promoting efficiency and economy of service:

Influence of the contributor;

Criticism by beneficiaries;

Supervision by boards of managers;

Interest and capacity of executive heads.

Failure of these factors to insure good and competent service and consequent need of outside supervision.

The nature of the supervision necessary:

Inspection or investigation by a properly constituted authority with power to recommend and enforce needed improvements;

Disbandment of fraudulent and inefficient agencies;

Supply of information to interested per-

sons as to the nature and quality of service rendered.

The differentiation of supervisory control for (1) agencies ministering to dependent persons and (2) agencies providing partial or special relief or engaged in civic or educational activity. Necessity of standardization, under state regulation, of service of agencies of the first class; and desirability of freedom in experiments and extensions for agencies of the second class.

Measures necessary to the provision of this supervisory service:

Requirement that all agencies of a charitable nature incorporate through the State Board of Charities;

Requirement that agencies so incorporated and others operating in the State make annual reports to the Board containing complete financial statements and statistical information;

Extension of the jurisdiction of the State Board of Charities and other supervisory bodies to cover all agencies of a charitable nature, and specification of

supervision for the several classes designed to guard the interests of beneficiaries, contributors and the general public;

Vesting in these official bodies the power, subject to proper restrictions, of disbanding useless and unworthy agencies;

Improvement of directories and reporting methods of the charity organization societies to bring within easy access of contributors and others reliable information regarding the service of charitable agencies

VIII

THE PLANNING OF NEW YORK

THE STREET SYSTEM

The movement of traffic from section to section in Greater New York.

Unit cost of the several classes of vehicular and street-car traffic.

Length of haul under the present street system as compared with that in a hypothetical scientific system. Reduction of traffic units which a scientific system would effect. The cost of establishing such a system.

Street rearrangements which comparison of cost of establishment with the resulting reduction of expense in transporting traffic would show to be needed. Need of providing open spaces in such a rearrangement of the street plan. Sections which, according to these considerations, should be reconstructed altogether.

Value of the city's property in park and other public lands; possibilities in the better utilization of these resources through sale of present property and purchase and development for public purposes of land in other sections of the city.

Desirability of co-ordinating a scheme of im-

provements of this character with a scheme for the economical distribution of traffic.

Scope and nature of the investigations upon which this reconstruction must be planned.

Necessity of a greater liberalization of laws relating to the right of eminent domain in order to provide ways of financing and facilitating thoroughgoing reconstruction of this nature.

Wisdom of laying out efficient street systems in outlying sections of the city in advance of their settlement.

THE DISTRIBUTION OF TRAFFIC

Nature of traffic in New York:

Journey to and from factories, stores, offices and other places of employment;
Trips to markets and stores for shopping purposes;

Social and business calls;

Trips to theatres and other places of amusement;

Transport of raw material to factories and other industrial establishments;

Drayage of goods and material from trains and steamers to wholesaler or other dealer and from wholesaler to retailer;

Carriage of freight from terminal to terminal.

Geographical relation of dwellings, factories, stores, terminals, etc., to each other and its importance as a factor in costs and problems of transportation.

Possibilities in reducing the volume of traffic

and costs of transportation by better relation of the several classes of buildings to each other.

Measures essential to this economy:

Establishment of zones for buildings and structures of the several classes;

Improvement of port and terminal facilities;

Requisite changes in the transit system.

Scope and nature of investigations upon which a scientific system of traffic distribution must be planned.

Constitutional and legislative authorization necessary to the establishment of such a system by the municipality.

THE CONTROL OF PUBLIC UTILITIES

Service rendered by transportation, lighting and telephone companies and its vital relation to community welfare. Consequent necessity of public control of this service.

Capitalization of public utilities corporations in comparison with the value of property equipment. Speculation, artificial inflation of values, unsound methods of finance, and other causes of this discrepancy.

Amount and distribution of ownership of capital invested in public utilities. Rates of interest paid stock and bond holders. Percentage of consumers' rates applied to this purpose. Retardation of economic enterprise due to this factor. This factor as an element in the cost of living.

Forces operating against improvements and extensions of service, under a system of private ownership and operation. Results thereof in poor service, congestion of population, arrestment of community growth, etc.

Nature and scope of government control of public utilities:

- Regulation of capitalization;
- Protection of minority stockholders;
- Fixation of rates and standards of service;
- Promotion of extensions and improvements;
- Control of franchises.

The need of wise distribution and coordination of regulative functions of city, State and federal governments.

Provision for amortization of bonded indebtedness, renewal of equipment by means of depreciation funds, limitation of franchise privileges and other steps to the social ownership of public utilities.

COMMUNITY BEAUTIFICATION THROUGH PUBLIC REGU- LATION

Effects of the visible environment on life and character. Consequent interest of the individual in the outward aspect of community environment and right of the community to regulate it.

The visible environment in the modern city:

Exterior design of buildings and structures;

Interior design, equipment and decoration of dwellings, stores, factories and other places of congregation and employment;

Advertising displays in shop windows and entrances;

Use made of rear courts, areaways, and vacant lots;

Appearance of streets and highways—design and surface of roadway; fences, guide posts and other accessory struc-

tures; signs, billboards and other encumbrances on abutting territory;
Cars and vehicles along drives and thoroughfares;
Scenic effects of parks and driveways.

Influences determining æsthetic values in matters of environment:

Taste of those shaping the environment;
Commercial value of beauty in buildings, decorations, displays, etc.

Individualistic operation of these influences; general subordination of æsthetic to commercial considerations; and consequent lack of emphasis on the importance of artistic planning.

Desirability of general social regulation of the outward aspects of the environment. The scope of such regulation as defined by the public interest in the subject and the right of individual liberty in matters of personal concern.

Principles which should guide in æsthetic regulation:

Education in æsthetic principles of those shaping the environment;
Formulation of schemes of architectural

treatment for the various sections of the community, and of types of artistic treatment for other phases of the visible environment than the exterior design of buildings;

Encouragement of originality in design through the disapproval of designs not harmonizing with general schemes of treatment adopted rather than requiring conformity to particular styles;

Adoption of styles or schemes of artistic treatment not adding unduly to expense of construction.

The machinery required for this regulative function and its co-ordination with existing regulative machinery.

The constitutional authorization requisite to this regulation.

IX

SOCIAL FORCES IN NEW YORK

THE FORMATION OF PUBLIC OPINION

The agencies of public opinion in New York:

Newspapers and periodicals;
Books and pamphlets;
Pulpit, platform, stage and forum;
Private citizens' associations.

Character of the daily newspaper with respect to accuracy of news, proportion between the various subjects of interest and fairness of editorial interpretations. The influence of financial and advertising interests on news and editorial policies.

The national scope of periodical publications and consequent inadequacy of their discussion of local issues.

Incompleteness and inferior quality of book and pamphlet literature on New York life.

Limited audiences of pulpit, platform, stage and forum and difficulty of organizing them for effective discussion.

Paucity of funds of private organizations and its limitation of their propaganda. Influence on the aims of this propaganda of the ideas of philanthropists supporting it.

Undemocratic nature of the power exercised by these several classes of agencies.

Ways of improving and re-enforcing the formation of public opinion in New York:

Provision for full publicity on the methods, management and control of newspapers and periodicals;

Establishment of municipally owned newspapers;

Establishment of periodical publications devoted to local conditions and affairs;

Development by regular publishing enterprise of a good book literature on city life and its problems;

Development of closer co-operation between authorities on social and political problems and writing and publishing enterprise;

Wider criticism of the purposes and policies of philanthropic foundations and endowments.

Practicable lines of transition toward a complete democratization of the agencies of public opinion.

CIVIC ACTIVITY OF THE CHURCHES

The prestige and equipment of church and synagogue and their potentialities for community uplift.

Forms of social service engaged in by New York churches:

Discussion of social problems and definition of ethical standards with respect thereto;

Support of practical reform movements;

Moral instruction of the young;

Provision of general educational advantages;

Relief of destitution, maintenance of benevolent institutions, and other charitable activities;

Improvement of neighborhood conditions.

Ways of promoting greater activity in social service on the part of church and synagogue:

Interstimulation of ministers and laymen on social issues;

Emphasis of the social phases of ministerial training;

Democratization of the support and control of church activities;

The reorganization and development of social service activities to provide more opportunities for participation by lay workers.

Need of clearer definition of the specific functions of the church in the field of social service. Need of establishing better interdenominational organization for community service and of closer co-operative relations between church organizations and social movements.

THE LOCAL IMMIGRATION POLICY

Federal control of immigration:

- Exclusion of undesirable classes;
- Deportation of pauper and criminal aliens;
- Supply of information regarding industrial opportunities.

Sharp practices which immigrants are liable to encounter upon and after arrival; their massing in overcrowded centres of population and ills due thereto; their voluntary segregation in colonies and the difficulties it offers to assimilative processes.

Responsibility of city and State for the protection and assimilation of alien residents.

The care and protection needed:

- Protection from dishonest runners, employment agents, procurers, steamship agents, private bankers, notaries public, etc.;

Distribution in sections where labor is needed;

Instruction in language, customs and laws and encouragement and facilitation of naturalization.

Work of public and private agency in meeting these needs. Necessity of co-ordinating and extending their efforts. Special need of strengthening and systematizing assimilative processes and of providing better facilities for naturalization.

Importance, from the local standpoint, of a proper distribution of immigrants by the federal government.

X

**POLITICS AND GOVERNMENT IN
NEW YORK**

STATE CONSTITUTIONAL LAW

Circumscription of the State's powers by federal constitution and Congressional enactments.

Relation of the State constitution and judicial construction thereof to the social, economic and political institutions of the State.

The bill of rights—religious liberty, trial by jury, freedom of speech and assemblage, non-deprivation of life, liberty or property without due process of law, etc. Judicial interpretations of these provisions and their restriction of legislative powers. Harmful effects of those relating to "due process," etc.

Constitutional qualifications of voters as viewed from the democratic standpoint; exclusion of women from the suffrage.

Constitutional organization of the law-making power. Absence of the privilege of initiating and passing on legislation by the electorate. The bi-cameral legislature. Prescribed forms of legislative procedure. Subjects exempted from the jurisdiction of the legislature.

Constitutional specifications as to the State

administrative system. Powers over the system delegated to the legislature.

The constitutional organization of State courts. Interpretative powers of the Court of Appeals.

The constitutional definition of legislative powers with respect to counties and cities.

Methods of amending the constitution. Importance of the convention system of drafting and proposing amendments.

Needed constitutional revision:

Assignment of subjects not definitely under State or federal control to one or the other jurisdictions in so far as possible through explicit constitutional definition of the State's powers;

Grant of suffrage to women, and modification of residence requirements for voting and holding office;

Adoption of the initiative, the referendum and the recall. Possible adoption of the uni-cameral form of legislative assembly. Requirement of full publicity of proceedings of legislative committees, and other improvements in legislative procedure;

- Establishment of a "short-ballot" administrative system;
- Grant of autonomy to political sub-divisions of the State in matters affecting only themselves;
- Recognition of political parties and adoption of rules for their administration;
- Definition of "due process" as relating to deprivation of life, liberty or property, to include legislative acts as well as court and jury trials;
- Provision for the recall or reversal of judicial decisions.

STATE LAW-MAKING METHODS

Constitutional organization of the law-making power of the State:

Powers granted the legislature;

Functions of the Governor in recommending and disapproving legislative acts;

Veto powers of the mayors of cities;

Powers reserved to legislative bodies of counties and cities.

Functions, organization and procedure of the State legislature:

General subjects of legislation coming within the purview of the legislature;

Grant and amendment of city charters and enactment of general and special laws affecting cities and other local units;

Creation, investigation, abolition and budgetary control of administrative departments;

Confirmation, impeachment and removal of public officers;

The legislature's bi-cameral form of organization and its advantages and disadvantages;

Procedure, constitutional and self-prescribed, as to quorums, roll-calls, committee proceedings, etc.

Proposals for the better distribution and exercise of the law-making power:

Democratization of the suffrage;

Adoption of the initiative and referendum;

Grant of autonomy to counties and cities in matters of local concern;

Delegation of all administrative functions to the executive branch of the government;

Better control of legislative representatives through improved methods of selection and removal;

Possible adoption of the uni-cameral form of legislative organization;

Changes in legislative procedure requiring greater deliberation and fuller record of action of individual members;

Better organization of work of legislative committees;

Better methods of investigating bills;

Adoption of the budget form of planning public expenditures.

THE STATE ADMINISTRATIVE SYSTEM

Constitutional organization of the executive branch of the State government. Control of the legislature over administrative departments through its powers of creation, disestablishment, confirmation of appointments, and grant of appropriations.

The correlation of State with county and city administrations.

Commissions, boards, departments and officers charged with State administrative functions. The imperfect co-ordination of their activities.

Methods of selection and control of administrative officers. Divorce between the appointing and removing power for certain officers. The lack of effective executive control of administrative officers and departments.

The selection of employees on the basis of ratings in competitive examinations.

Proposals for improvement of the State administrative system:

Reduction of the number of elective officers, or adoption of the "short ballot";

Better methods of nominating and controlling elective officers;

Placement of executive responsibility through unification of the appointing and corresponding removing power;

Extension of the merit system in the selection of employees;

Organization and co-ordination of administrative activities according to principles of scientific management—effective auditing and budgetary control, efficiency tests of departmental administration, etc.;

Readjustment of relations between State and local administrations.

THE SELECTION AND CONTROL OF PUBLIC OFFICIALS

Nature and magnitude of public enterprises in New York and their need of capable planners and directors. The need of continuity in the policy and management of these enterprises.

Methods of selection, terms of office, compensation and nature of electoral control of public officials in New York and their relation to the character and ability of the men seeking and holding office. Their bearing on the formation of public policy and character of public administration.

Proposed reforms in the system:

Complete separation of national and intra-State, and of State and municipal elections;

Separation of national, State and city politics through the organization of independent State and municipal parties;

Reduction of the number of elective officials, or adoption of the "short ballot";

Perfection and complete application of the primary method of selecting party candidates for public office;

Abolition of party columns on election ballots, or adoption of the "Massachusetts ballot";

Increase in length of terms of elective officials;

Fixation of salaries of public officials and employees according to an equitable standard;

Wider application of the merit system in the selection, promotion and discharge of appointive officers;

Adoption of the recall for elective officials;

Elevation of the standards of public service through application of the principles of scientific management, exposition of the opportunities for the employment of talent and ability, etc.

ORGANIZATION OF THE MUNICIPAL GOVERNMENT

Nature and scope of municipal functions according to accepted theories of the sphere of city government. Failure of the New York City government to assume and perform these functions in their totality.

Reasons for this failure:

- Lack of complete autonomy in matters of local concern;
- Imperfect control of commercial and industrial activity;
- Poor sense of proportion in planning municipal enterprises;
- Insufficiency of revenue for the equipment and maintenance of activities recognized to be desirable;
- Unsound methods of finance;
- Waste and inefficiency in the expenditure of moneys appropriated to public purposes;
- Imperfect organization of the law-making

and appropriating powers of the municipality;

Defective organization of administrative departments and executive control.

Program for reorganization of the municipal government:

Constitutional grant of complete autonomy to municipalities in matters of local concern, including the power to fix debt-limits;

Adoption of the convention system, assuming the grant of such power, of formulating and proposing charter amendments;

Determination, by means of scientific study and experiment, of the nature and scope of municipal functions;

Adoption of the long-term budget type of municipal planning: formulation of a comprehensive scheme of growth or improvement, extending over a number of years, and reconstruction of the revenue system in accordance therewith;

Reform in methods of financing municipal enterprises—gradual transition from

debt to cash basis, engagement of the municipality in profitable enterprises, higher charges, where feasible, for municipal services, etc.;

Liberalization of laws relating to the right of eminent domain;

Wider and better application of the principles of scientific management in the direction and performance of public work;

More responsible organization of the law-making and appropriating power: better co-ordination of functions of Board of Estimate and Apportionment, Board of Aldermen and Mayor, or establishment of a uni-cameral legislature; perfection of the committee system of the Board of Estimate and Apportionment; adoption of the initiative and referendum; improvement of budget-making procedure, etc.;

Organization and co-ordination of administrative departments according to function;

Development of executive control—establishment of a department of adminis-

tration, appraisal of departmental work, more effective auditing control, etc.;

Organization of municipal parties, complete application of the primary method in selecting party candidates and officials, reduction of the number of elective officials, adoption of the "Massachusetts ballot" for elections, institution of the recall for elective officials, wider application of the merit system in the selection, promotion and discharge of appointive officers and employees, development of popular education on municipal affairs, etc.

POLITICAL PARTIES

Necessity and value of organizations for the promotion of harmonious bodies of governmental principles.

The differentiation of governmental functions as between city, State and federal jurisdiction and consequent independence of principles upon which they are postulated.

Desirability of specialization, by political organizations, according to this division.

Political parties as organic parts of the structure of government and demand for control thereof by the people.

The importance of democratic control within the parties themselves.

Changes demanded in party organization in New York for conformity to these principles:

Recognition of parties in the organic law of the State and incorporation of provisions guaranteeing democratic control thereof;

Reduction of the number of elective

party officials, or adoption of a party "short ballot";

Complete application of the primary method in selecting party officials, including the prohibition of organization columns on party ballots;

Application of the initiative, the referendum and the recall to party administration;

Organization of independent State and municipal parties to deal with local issues;

Separation of State and municipal issues through grant of municipal autonomy.

The influence exerted on public affairs by minority parties and semi-political organizations and tendency toward greater specialization in politics which they exemplify. Desirability of encouraging this development.

NEIGHBORHOOD ORGANIZATION

The importance of citizen co-operation in local and general government:

Importance of citizen responsibility for the discovery of violations of law and of deficiencies in law enforcement, and the reporting thereof to the proper authorities;

Value of citizen initiative in supplying information of local conditions as bearing on needs for new or improved legislation;

Possibilities in political education through voluntary citizen co-operation;

The effect of such activity in developing the political capacity of individual and community.

Necessity of system and organization in making the citizen a direct factor in government. Beginnings in such organization in local improvement and school boards, settlements, neighborhood associations, social cen-

tres, etc. Desirability of making neighborhood organization an organic part of the machinery of government. Advantages of making the elementary school district the unit of organization. The necessity of democratic and non-partisan control.

Functions of neighborhood organization:

Systematic study of law enforcement and the promotion of administrative reforms based thereon;

Stimulation of neighborhood sentiment in favor of law observance;

Investigation of unsatisfactory working and living conditions for neighborhood expression on legislative matters;

Provision of media for the discussion of social and political topics of interest to the neighborhood;

Co-operation in efforts for community welfare of an unofficial character.

THE REVENUE SYSTEM

Primary aims and principles of public finance:

Derivation of revenue for the performance of governmental functions;

Incidence of taxation where least burdensome;

Strengthening, through the use of the taxing power, of social and combating of anti-social tendencies.

Plan for causing the revenue system completely to serve public needs:

Definition, by means of study and experiment, of the field of governmental action and estimate of capital and income required to cover it;

Finding of new and better use of existing sources of revenue, transfer of private ownership to public and *vice versa*, and discovery of other means of redistributing the community's capital and income in accordance with this need;

Fixation of a rate of growth into this program that will obviate transitional disturbances.

Principles for determining the incidence of taxation and constructive uses of the taxing power in the field of municipal finance:

Assessment of the cost of improvements upon the property benefited;

Appropriation for public uses of the increment of values due to growth of population and general improvements;

Exemption of business and industrial enterprises dealing in living necessities;

Imposition of taxes on illegitimate or questionable enterprises not amenable to other forms of regulation or control.

Relation of methods of financing municipal undertakings to demands on the revenue system. Relation thereto of the form of planning and character of administration of such undertakings.

Feasibility of engagement by the municipality in profitable enterprises and of other means of gaining revenue.

Need of reconstructing the revenue system according to these principles. The advantage of classifying and grading the sources of revenue according to (a) preference in use and (b) amounts of revenue derivable.

STATE REGULATION OF CORPORATE ENTERPRISES

Classes of corporations exempt, under provisions of the federal constitution, from national regulation.

Relation of the activities of these corporations to community and individual welfare and consequent right of the community to regulate them.

Beginnings in local regulation of corporations:

Regulation of transportation, lighting and telephone companies by the public service commissions;

Of insurance companies and State and private banks by State Banking and Insurance Departments;

Supervision of certain classes of charitable institutions by the State Board of Charities;

Regulation in special matters by State and city health departments, State La-

bor Department, Workmen's Compensation Commission, Fire Department, Tenement House Department, etc.

The partial and unco-ordinated nature of this regulation. Monopoly, price-fixing, unstandardized service, unsatisfactory working conditions, and other evils fostered by absence or inadequacy of regulation.

Nature and scope of the regulation needed:

Break-up of local monopolies where competition is feasible and desirable;

Regulation of prices and services to consumers where competition as a regulative factor is inoperative;

Control of capitalization;

Protection of minority stockholders;

Regulation of wages, hours and working conditions of employees;

Co-ordination of regulative departments in order to attain efficiency and economy in the performance of regulative functions.

Desirability of an investigation of corporate activities in the State to discover the spe-

cific needs for regulation and to plan the extension and co-ordination of regulative organization.

Constitutional and charter changes required to permit of regulation according to this program and of the distribution of regulative functions between State and municipal governments.

